

**City of Greensboro Planning Department
Zoning Staff Report and
Plan Amendment Evaluation
March 13, 2006 Public Hearing**

The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.

Item: E
Location: 2025 16th Street (East side of O. Henry Boulevard (U.S. 29 North) and west side of 16th Street and Ring Road (private)

Applicant: Avery Dennison
Owner: 16th Street Group, LLC

GFLUM
From: Mixed Use Commercial
To: Industrial/Corporate Park

Zoning
From: CD-LI
To: CD-HI

Conditions: 1) Uses limited to office, printing, dyeing and finishing of tags and labels, assembly of goods (including warping and weaving), warehousing and distribution of goods and accessory uses.
2) There shall be no outside storage permitted on the property.
3) The existing building will be retained.
4) Any new building or buildings or modifications to the existing building will be architecturally similar to the existing building.
5) Any fencing will be for employee safety and security and will be architecturally compatible with the area.
6) No more than two additional loading docks will be constructed.
7) The parking lot will not be utilized for the storage of trailers.

SITE INFORMATION	
Maximum Developable Units	N/A
Net Density	N/A
Existing Land Use	Office/Warehouse
Acreage	6.39
Physical Characteristics	<i>Topography:</i> Generally flat <i>Vegetation:</i> Landscaping <i>Other:</i> N/A
Overlay Districts	N/A
Historic District/Resources	N/A
Generalized Future Land Use	Mixed Use Commercial
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Future site of Wal-Mart	SC
<i>South</i>	Islamic Center of Greensboro	SC
<i>East</i>	Future site of Wal-Mart	SC
<i>West</i>	US 29 / Montgomery Ward Service Center	SC

ZONING HISTORY		
Case #	Year	Request Summary
2732	1999	This property was rezoned from SC to CD-LI by the Zoning Commission in April 1999. The SC zoning was established at the time of city-wide remapping to implement the UDO (July 1, 1992). Prior to the UDO, the property was zoned Commercial N.

DIFFERENCES BETWEEN CD-LI (EXISTING) AND CD-HI (PROPOSED) ZONING DISTRICTS
<p>CD-LI: Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which, in their normal operations, have little or no adverse effect upon adjoining properties. The current zoning limits use to office, printing and finishing of tags and labels, assembly of goods, warehousing and distribution of goods and accessory uses.</p> <p>CD-HI: Primarily intended to accommodate a wide range of assembling, fabricating, and manufacturing activities. The district is established for the purpose of providing appropriate locations and development regulations for uses which may have significant environmental impacts or require special measures to ensure compatibility with adjoining properties. The proposed zoning limits use to office, printing, dyeing and finishing of tags and labels, assembly of goods (including warping and weaving), warehousing and distribution of goods and accessory uses. See Conditions for other proposed property restrictions which are the same as required by the current zoning.</p>

TRANSPORTATION	
Street Classification	Sixteenth Street – Minor Thoroughfare, Ring Road – Private Street.
Site Access	Existing.
Traffic Counts	None available.
Trip Generation	N/A.
Sidewalks	N/A.
Transit	Yes.
Traffic Impact Study	Not required per TIS Ordinance.
Street Connectivity	N/A.
Other	N/A.

ENVIRONMENTAL REVIEW	
Water Supply Watershed	N/A, Site drains to North Buffalo Creek
Floodplains	N/A
Streams	N/A
Other	N/A

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	N/A
<i>South</i>	N/A
<i>East</i>	N/A
<i>West</i>	N/A

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Reinvestment/Infill Goal: Promote sound investment in Greensboro’s urban areas, including Center City, commercial and industrial areas, and neighborhoods.

Economic Development Goal: Promote a healthy, diversified economy with a strong tax base and opportunities for employment, entrepreneurship and for-profit and non-profit economic development for all segments of the community, including under-served areas such as East Greensboro.

POLICY 7C: Ensure that city land use policies and regulations allow for an adequate supply of land to accommodate economic development.

POLICY 7C.1: Ensure that adequate land is zoned and has infrastructure available for the various stages of business development.

POLICY 7C.3: Identify brownfield sites and underutilized/abandoned properties and buildings and expedite opportunities for development.

POLICY 7C.5: Assure the above efforts [Economic Development] include sites in **East Greensboro** and other under-served areas that could benefit from economic development.

Connections 2025 Map Policies:

The area requested for rezoning lies within the following map classifications:

Existing:

Mixed Use Commercial: This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by “strip” commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New “strip” commercial development is discouraged.

Proposed:

Industrial/Corporate Park: This designation applies to areas where present or anticipated uses include both light and heavy industrial uses, such as manufacturing, assembly, and fabrication; wholesaling and distribution; and corporate office and technology parks, which may be introduced to replace older heavy industrial uses. Although new residential development is discouraged in areas designated for this land use category, pre-existing residential uses may be present in or adjacent to these areas. As established industrial areas redevelop, such residential, institutional, or similar uses should be protected from adverse impacts (heavy truck traffic, significant outside storage, factors such as noise, dust, and glare, etc.) through performance-based standards, buffers, and proper separation from noxious uses.

COMPREHENSIVE PLAN AMENDMENT HISTORY		
Case #	Date	Request Summary
N/A		There have not been any map amendments in the immediate vicinity of this case.

APPLICANT STATED REASONS FOR REQUEST

Explain in detail why the change is needed and a justification for such a change:

Background. The subject property is currently improved with a building containing approximately 63,500 square feet of space that is used by Avery Dennison. Avery Dennison, a multi-national company headquartered in Pasadena, California, produces on an international bases a vast array of products ranging from office products to tags and labels and currently employs approximately 255 people in the City of Greensboro at its two locations located at 2100 Summit Avenue and 2025 16th Street.

Avery Dennison desires to expand its Greensboro operation to include the dyeing and finishing of apparel labels to be used by its customers as samples. In the finishing process, woven polyester is heat set to shrink the material in order to prevent future shrinkage in consumer (both industrial and home) washing machines and dryers. In the vast majority of cases, the finished product is a white narrow fabric like the label that is found on the inside of most apparel products.

As an alternative process, dyes are used to create a finished product in any color desired by Avery Dennison's customers.

Why the change in the Comprehensive Plan is needed. The Comprehensive Plan identifies the subject property as Mixed Use Commercial. The subject property is currently zoned Conditional District-Light Industrial (CD-LI). The dyeing and finishing of textile products is a use permitted only in the Heavy Industrial (HI) zoning district.

Avery Dennison desires no use peculiar to a Heavy Industrial (HI) zoning district other than dyeing of textile products. All other uses of Avery Dennison are met by the current Conditional District-Light Industrial (CD-LI) zoning district. As a result Avery Dennison submitted, simultaneously with this request, a zoning amendment application and a conditional use application for a Conditional District-Heavy Industrial permit (CD-HI) that will have the effect of only adding dyeing of textile products to the uses already allowed on the subject property under the existing zoning classification.

Justification for the change in the Comprehensive Plan. The additional use of the existing facility for dyeing and finishing textile products is an extension of Avery Dennison's existing business and can be accomplished by the addition of several pieces of machinery without the need to expand or alter the exterior of the existing building. The dyeing and finishing process will be done on a small scale to produce samples for customers. Because the end product of this new use is small quantities of fabric labels to be used as samples by Avery Dennison's customers, this additional use will not result in additional truck traffic in and out of the facility. The liquid waste resulting from the dyeing and finishing process will be approximately 99.88% water which can safely be discharged into the public sewer system in compliance with all applicable environmental requirements. The subject property is an existing facility.

Explain in detail the conditions that you think may warrant a Plan Amendment (i.e. unforeseen circumstances or the emergence of new information, unanticipated changes in development pattern, rezonings, transportation improvements, economic opportunities, changes in socioeconomic conditions, etc.):

The current facility used by Avery Dennison is located on approximately six (6) acres of land located at the intersection of 16th Street and Ring Road. The property is bounded by U.S. Highway 29 (O. Henry Boulevard) on the West and 16th Street on the East. At this location, 16th Street is a four lane road and U.S. Highway 29 (aka O. Henry Boulevard) is a limited access four (4) lane road. The proposed conditional use rezoning is only a slight extension of the existing zoning. The proposed amendment to the Comprehensive Plan is consistent with the existing zoning district as extended. The additional use underlying the requested changes to the Comprehensive Plan will not result in the increase of truck traffic. The new use will not result in increased noise levels. City water and sewer already serve this property. Any effluent discharge will be suitable for discharge into the City sewer system in compliance with applicable law. In addition, the amendment of the Comprehensive Plan to allow the new use proposed by Avery Dennison will allow Avery Dennison to add an additional sixty (60) new jobs to the

economy of Greensboro. Those jobs will consists of 38 production jobs, 7 managerial jobs and 15 office jobs with an annual salary range of approximately \$30,000 to \$100,000 per job. Those jobs will include the additional jobs that will also be added to the 2100 Summit Avenue facility in connection with the expansion of Avery Dennison's Greensboro operation.

COMPREHENSIVE PLAN ANALYSIS

Need for the Proposed Change:

Avery Dennison is providing additional jobs on the east side of the city. This is supported by the Reinvestment and Infill Goal and the Economic Development Goal and Policies 7C., 7C.1, 7C.3, and 7C.5.

Additionally, the change that is requiring the rezoning and Comprehensive Plan amendment is minor enough that there will likely not be any visible change from the exterior of the building and therefore no adverse impact to the surrounding area.

Effect of the proposed Change on the Need for City Services and Facilities (e.g. roadway level of service, traffic counts, planned road improvements, transit, accidents statistics, and environmental constraints such as; location within a Water Supply Watershed, floodplain, streams): None, this is a reuse of an existing building that currently has access to all City services.

Implications, if any, the Amendment may have for Other Parts of the Plan:

This request could encourage the vacant building across Sixteenth Street to request a land use amendment to Industrial/Corporate Park.

Unforeseen Circumstances or the Emergence of New Information (e.g. significant economic opportunity in Tier 2 or 3):

Since the adoption of the Plan, Carolina Circle Mall has been demolished and is in the process of being redeveloped as a new retail center.

COMPREHENSIVE PLAN MONITORING COMMENTS

The Monitoring Committee met on March 6, 2006, and made the following comments concerning this request:

- Seems to be o.k. because it is limited to dyeing tags and labels and is on a fairly small site and using the existing structure. However, the committee would be more concerned with the land use compatibility with the new retail that is under construction if the business were to try to expand to doing large scale dyeing on this site.

CONFORMITY WITH OTHER PLANS

The following aspects of relevant plans may be applicable in this case:

City Plans: N/A

Other Plans: N/A

STAFF COMMENTS

Planning: This property was rezoned to CD-LI in April 1999. The Planning Department recommended in favor of that rezoning for this business which fabricates and prints labels for clothing. At that time, their business had grown and they needed additional space, primarily for warehousing, distribution and assembling. Staff pointed out that the request was a good adaptive reuse for the property.

The net result of this rezoning to CD-HI will be to add an operation, i.e. dyeing of textile products, to the uses currently allowed on the property under the existing zoning classification. This operation will be done on a small scale in the production of samples for customers and will not result in any environmental impacts or adverse consequences such as the generation of additional truck traffic to and from the site. Since this only involves a modification to an internal operation, there will be no observable change to the building or parking lot.

This rezoning proposal meets the Reinvestment/Infill Goal and the Economic Development Goal of Connections 2025. It addresses several policies under the latter goal, including the use of underutilized properties and buildings to expedite opportunities for development. As stated by the applicant, approval of this request will result in the addition of 60 new jobs to the economy of Greensboro.

GDOT: No additional comments.

Water Resources: Pipes that carry public runoff require a Drainage Maintenance and Utility Easement (DMUE). The width of the easement depends on the pipe size.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval of the Comprehensive Plan amendment to the Industrial/Corporate Park land use classification and approval of the rezoning to Conditional District – Heavy Industrial primarily due to:

- It represents reinvestment in the area;
- It is a reuse of and underutilized building;
- Provides jobs to the east side of the city; and
- There is no apparent adverse impact on the surrounding area.